



O V E R V I E W

The City of Tigard provides park services consisting of parks, trails, and open space to the area within the City limits. These public lands and facilities are highly appreciated by Tigard's residents and are major quality of life amenities. They become especially important as the City begins to approach full development.

The Tigard park system includes 169 acres of City parkland and 182 acres of greenway and other preservation-oriented sites. These figures equate to 3.7 acres of developed area and 4.0 acres of natural area per thousand residents. Most of this park and greenway land is located within the floodplain. In addition to parks and open spaces, Tigard has developed a successful trail program, consisting of 9 miles of completed trails. These trails provide both recreation opportunities and transportation links throughout the community. A major source of parkland acquisition and development funds has come from the park System Development Charge (SDC) on new development, first imposed in 1977.

The City does not operate a recreation program and is not served by a special park and recreation district. The *Tigard Park System Master Plan*, adopted in 1999, covers the city proper and the unincorporated Urban Services Area. The plan includes a detailed action element intended to provide operational guidance to the development of the Tigard system. Subsequent to the master plan's adoption in 1999, the City added 19.3 acres of parkland and 24.1 acres of greenway. Because of population increases during the same period, the City's existing level of service to 2006 held steady at 7.7 acres per thousand population.

In 2005, the City adopted a new park SDC methodology based on a parks capacity program that addresses selected needs identified in the park system master plan and in the 2004 *Bull Mountain Annexation White Paper on Parks and Open Space*. As discussed later, the new SDC study established a much higher or capacity increasing level of service as the City's operational standard.

This topic consists of several sections: a) Inventory, b) Parklands, c) Other Parks and Open Space and Recreation Facilities, d) Trails, e) Recreational Programs, f) Parks Maintenance, g) Funding, h) City Park Development Initiatives, i) Summary of Major Issues, j) and Key Findings.



I N V E N T O R Y

PARKLANDS (See Map 1-4 “Parks & Open Spaces)

Parklands in Tigard are classified in the *Park System Master Plan* as follows:

Parklands:

Pocket Parks (Size range: 2,500 square feet to 3 acres):

Pocket parks provide recreation opportunities for residents in areas not adequately served by neighborhood parks, such as town centers or areas of high density development. Pocket parks may include passive or low intensity activities, such as children’s play areas, pathways, multi-use paved areas, public art, small scale sports facilities, seating, picnic areas, community gardens, multi-purpose performance space, and landscaping.

Neighborhood Parks (Size range: 4 to 14 acres):

Neighborhood parks are the foundation of the parks and recreation system, providing accessible recreation and social opportunities to nearby residents. When developed to meet neighborhood recreation needs, school sites may serve as neighborhood parks. Neighborhood Parks should include both passive and active recreation opportunities, such as children’s play areas, informal sports areas, picnic facilities, public art, open turf areas, landscaping, community gardens, and pathways. Security lighting may be provided if needed.

Community Parks (Size range: Greater than 15 acres):

Community parks provide a variety of active and passive recreational opportunities for all age groups. These parks are generally larger in size and serve a wider base of residents than neighborhood parks. Community parks often include developed facilities for organized group activity as well as facilities for individual and family activities. In addition to those amenities provided at neighborhood parks, community parks may include sports facilities for team play, group picnic areas, skateboard and rollerblade facilities, natural areas, botanical gardens, amphitheaters, festival space, swimming pools, interpretive facilities, and community centers. Higher quality children’s play areas may be provided to create a family play destination.

Linear Parks (Of adequate size to protect natural resources and accommodate intended uses):

Linear parks may be developed along built or natural corridors to provide opportunities for trail-oriented outdoor recreation. Linear parks may also provide some active and passive recreation facilities to meet neighborhood needs, especially in areas not adequately served by traditional neighborhood parks. Linear parks connect residences to major community destinations. Linear parks can include paved or soft-surface trails to accommodate jogging, biking, walking, skateboarding, dog walking, horseback riding, canoeing or rollerblading. Active and passive recreation facilities may include small-scale sports facilities, such as basketball hoops, public art, picnic tables, lighting, community gardens, and landscaping.

Natural Areas:

Greenspace/Greenways (Size should be adequate to protect the resource):

A greenspace or greenway is an area of natural quality that protects valuable natural resources and provides wildlife habitat. It also provides opportunities for nature-related outdoor recreation, such as viewing and studying nature and participating in trail activities. Development features that support outdoor recreation and trail-oriented recreation, such as trails, picnic areas, benches, interpretive signs, and native landscaping,

may be provided. Trail amenities, such as small scale parking, portable restrooms, bike racks, and trash enclosures, may be included.

Trails and Connectors

These are public access routes for commuting and trail-oriented recreational activities, including sidewalks, bikeways, multi-use trails, and paths. Width of the trail and right-of-way depends on its intended use and location. A variety of pathway types are needed to accommodate activities such as walking, running, biking, dog walking, rollerblading, skateboarding, and horseback riding. Trails can be located within parks, within linear parks and greenways, or be designed as a part of the citywide transportation system. Waterways can provide trail-like facilities for boating and canoeing. Each type of trail should be designed to safely accommodate users, and meet recognized design standards.

Table 1 - Parks Inventory, City of Tigard

Classification	Size
Pocket Parks	2,500 square feet to 3 acres
Liberty	0.75
Main Street	0.25
Windmill	0.15
Total	
Neighborhood Parks	4 to 14 acres
Bonita	5.57
Jack	5.50
Northview	3.45
Woodard	10.06
Community Parks	Greater than 15 acres
Cook	79.05
Summerlake	23.80
Linear Parks	No size range
Commercial	0.75
Englewood	14.97
Fanno Creek	31.50
Natural Areas	No size range
Greenspace/Greenway	182

Park Needs

The Tigard Park System Master Plan identifies 21 underserved neighborhoods inside the City. To meet the park needs of these areas, the plan identifies the need for the creation, renovation, or expansion of 2 pocket parks, 10 lineal parks, 8 neighborhood parks, and 4 community parks. Since the master plan's adoption, 1 pocket park currently is underway (along Bull Mt Road), 3 neighborhood parks (Northview, Bonita, Woodard) have been completed or expanded and, 2 community parks have been expanded and/or renovated (Summerlake and Cook).

This gives a revised estimated need for 1 pocket park, 10 lineal parks, 5 neighborhood parks, and 2 community parks. Further, 3 of the neighborhoods identified as park deficient are served by school playgrounds, each of which includes some neighborhood-level park facilities, such as playfields and play equipment, but no picnic facilities or natural areas.

As of 2006, based on residential development within a half mile radius of a public park or usable open space, the level of park facilities and development varies widely. The area most served by existing City parks and school playgrounds is northwest Tigard, which includes three parks and two school sites, all within

close proximity. Other highly served areas are central Tigard and south Tigard around Cook Park and Tigard High School. The area where neighborhood parks needs are greatest is the summit and south slope of the incorporated Bull Mountain area. Other underserved areas are southwest Tigard and the north Triangle and northeast Metzger areas.

As the city approaches buildout, the biggest challenges facing the park system are meeting existing park deficiencies and the park and open space needs generated by new development.

Significantly, a 1996 survey and evaluation of vacant areas within the City to meet park and open space needs excluded sites smaller than five acres. This was because of the high maintenance costs associated with them and because of the then-current and still existing City policy against the acquisition of small sites.

Today, with vacant land acreage diminishing and land costs rising, smaller sites within neighborhoods are attracting renewed attention. An example of this new focus on smaller sites includes the City's 2006 acquisition of a 2.7-acre site on Bull Mountain for a combined neighborhood park and underground reservoir. Another 2006 example is the City's acceptance, in lieu of park SDC fees, of two small open spaces within the recently approved Dakota Glen subdivision located on North Dakota Street. A third recent example is the City's current pursuit of a 1.2-acre site located in neighborhood located the eastern quadrant of the City.

In addition to the limited supply and high cost of land, the rationale for the City's new approach to parkland acquisition and development is that small sites within neighborhoods provide close-by recreation opportunities and visual amenities for neighborhood residents and improve the livability of neighborhoods. Small parks also can contribute to neighborhood identity.

Non-City-Owned Recreation Facilities

In addition to City-owned facilities, many non-City-owned facilities located inside or near the City serve the park and leisure needs of Tigard residents.

- **Local schools** provide many of the same recreation and leisure opportunities found in neighborhood and community parks. Altogether, the Tigard-Tualatin School District's current inventory of public open space in Tigard includes approximately 109 acres. Residents have access to facilities at six elementary schools, two middle schools, one high school, and three other school district sites. A caveat is that the school district has not had adequate funds to maintain these fields for public use.
- **Metzger Park** is a 7-acre park located in unincorporated Metzger at the corner of Hall and Hemlock. The park, which includes an indoor rental facility, is maintained by Washington County Facilities Management. The existing park was improved in the mid-1970s through the formation of a local improvement and maintenance district. The boundaries of the district include incorporated and unincorporated portions of Metzger.
- The **Wetlands Conservancy** owns and manages two wetland properties within the City. These include a 3.5-acre site, called "Hart Wetland", located near Jack Park and a 1.9 acre site, located near HWY 217, between Hunziker Road and Park 217 business park. This latter site is a remnant of the Willamette Valley wet Turfed Hairgrass.
- **Metro** owns approximately 27 acres of parkland within Tigard, consisting of two larger and several smaller sites. The land was acquired through an open space and parks bond measure approved by the region's voters in 1995 that enabled acquisitions of natural areas and related lands in the metropolitan area. In 1998 and 2000, Tigard entered into intergovernmental agreements (IGA) with Metro for City management of Metro-purchased greenspace properties located inside the City. The IGAs obligate the City to manage the properties as natural areas. Before the properties can be opened for formal public use, the City is required to develop site-specific management plans with

public involvement. The plans, which are subject to Metro Council approval, are required to set forth the types and levels of public use, the location of trail and other improvements, and specific management and maintenance standards.

- In 2006, some 16 years after it was first conceived and 13 years after its official establishment by the federal government, the **Tualatin River National Wildlife Refuge** took its place among the most important publicly accessible natural areas in metropolitan Portland. June 2006 marked the completion of the first phase of visitor use facilities and the Refuge's official opening to the public.

Located west of Tigard along both sides of the Tualatin River, the Tualatin River National Wildlife Refuge is notable as one of only ten urban refuges in the National Wildlife Refuge System. The first land acquisition for the Refuge occurred in 1992. Today, 1,580 acres of an eventual 3,060 acre Refuge are in public ownership and managed by the US Fish and Wildlife Service. The Refuge consists of floodplain and wetland habitats. Each year thousands of migrating waterfowl use this area. Threatened and sensitive species that frequent the Refuge include peregrine falcon, bald eagle, western pond turtle, dusky Canada goose, northern red-legged frog, and winter steelhead.

The Tualatin River National Wildlife Refuge is important to the Tigard community because it enhances the quality of life for Tigard-area residents. The western portion of the refuge is located opposite Beef Bend Road and has natural drainage linkages to the Bull Mountain area. As a wild place, the refuge will preserve precious habitat and open space along the western edge of the Tigard urban area. The refuge also provides a range of close-to-home recreational, educational, and volunteer opportunities for Tigard-area residents. In future, Refuge-related recreational activities could include pedestrian and bicycle linkages between the Refuge and the proposed Westside, or Powerline, Trail. Lastly, the refuge will economically benefit the City. Many Refuge visitors who live outside the city will spend their recreational money in the local economy.

- The **Tualatin River Pedestrian Bridge**, scheduled for completion in 2007, spans the Tualatin River between the cities of Tualatin and Durham. The 250-feet long, 12-wide bridge is part of a three-city strategy to construct a pedestrian bridge over the Tualatin River that will interconnect the trail systems and major parks of the adjoining cities of Tigard, Tualatin, and Durham. Tigard contributed some half a million dollars toward the \$1.6 million cost of the bridge. In 2006, the City completed a trail extending from Cook Park that will serve as a connecting approach to the bridge for Tigard residents.
- The **John Tigard House**, build in 1880 on Canterbury Lane, is one of two Tigard sites listed on the National Historical Register. It is significant in its association with the son of Tigard's namesake and as an example of early frame construction. It is owned by the Tigard Historical Association and is open to the public the third Sunday of every month. The land is leased from the Tigard Water District and is the site of the original donation land claim.

TRAILS

Completed sections of the Tigard trail network have become a prominent attraction for community residents. These trails are not only very popular recreational attractions themselves, but also serve a significant number of transportation oriented trips, i.e., commuting, shopping, etc. Tigard's trails function as conduits between various destinations and as recreation destinations in and of themselves.

Unlike many other park providers, the City does not have a plan or document that specifically deals with trail locations and development within the community. Instead, trails are a component of the Tigard Park System Master Plan. A shortcoming is that the master plan's treatment of trails is limited to a half page of text and the depiction of an interconnected network of five trails in the Parks Master Plan Map.

The five, all multi-modal, trails identified in the parks master plan include the Fanno Creek, Pathfinder-Genesis, Summer Creek, Krueger Creek, and Tualatin River Trails. In 2001, the Washington Square Master

Plan identified a loop trail around the Washington Square area and linking at both ends to the Fanno Creek Trail. This Washington Square Loop Trail later was incorporated into the Metro Regional Trails Map. The lower or southern portion this trail is located within Tigard.

Tigard's official trails are in various stages of completion. The Tualatin River and Fanno Creek Trails, identified in the 1984 Comprehensive Plan as the "backbone" of the City's trail system, are approximately 85% and 60% completed, respectively. At the other end of the scale, the Powerline Trail on Bull Mountain, exists as a line on the City trail map, with no sections designed or installed. Although also a line on the map at present, a segment of the Washington Square Loop Trail (HWY 217-Hall Boulevard) is programmed for 2008 construction. Altogether, approximately nine miles of trail have been completed within the City.

State, regional, and adjacent community trail plans and documents form the framework for the planning and implementation of the Tigard trails system. The next section will focus on this larger context.

Oregon Trails Plan

In 2005, the State adopted Oregon Trails 2005-2014: A Statewide Action Plan. This plan, consisting of goals, objectives, and strategies, is the state's official plan for recreational trail management for the ten year period to 2014. It serves as a state-wide and regional information and planning tool to assist Oregon recreation providers in providing trail opportunities and promoting access to Oregon's trails and waterways

The following list includes the three top regional trails issues identified within the Northwest Trails Planning Region, defined as including Washington and thirteen other counties:

- A. Need for trail connectivity within the region providing access from urban to rural trails, connections between public facilities, parks and open space, and connections from state and regional trails to community trails.
- B. Need for additional non-motorized trails (for all user types)—especially in close proximity to where people live.
- C. Need for additional funding for non-motorized trail acquisition and development.

For all intents and purposes, these state-identified priorities are consistent with Tigard local and Metro regional trail priorities.

Regional Trail System

In 1992, Metro established a regional network of interconnected trails and corridors in the Greenspaces Master Plan. Existing trails that had been planned and developed in the region were the foundation for the regional system. The regional trails are intended to provide access to most communities within the metropolitan area and selected connection points to adjacent counties. As with the Tigard trail plan, the regional trail plan has not been fully implemented and there remain many uncompleted sections. The design standard for the trails is a 10-foot width of hard surface.

The Tigard trail system is part of this larger, interconnected regional trail network and includes portions of four regional trails. The four are the Fanno Creek, West Side (or Powerline), and Tualatin River Regional Trails, plus the Washington Square Loop Trail. The Fanno Creek Regional Trail extends from Willamette Park in Portland to the Tualatin River pedestrian bridge. The West Side Trail is another major north-south connector and extends from Forest Park to the Tualatin River under the BPA powerline. The Tualatin River Regional Trail is designated as a water-based trail. Water-based trails are on rivers that are navigable by small craft. These trails provide water-based recreational opportunities, offering connections that might not be feasible on land-based trails. They include trail-like facilities for boating and canoeing.

SW Trails Group

The SW Trails Group, a standing committee of the SW Neighborhoods of Portland, developed a SW Urban Trails Plan that was adopted by the Portland City Council in 2000. The plan identifies five east-west and two north-south trails. Trail 3, the Willamette River to Fanno Creek Greenway Trail connects with the Fanno Creek Trail in Garden Home. Trail 5, which also begins at the Willamette River, approaches the Washington County line at Dickinson Street. The SW Trails Group has requested that this trail connect to the Regional trail circling Washington Square, specifically at Metzger Park. SW Trails has identified an on- and off-street tentative route proposed to be considered for the Tigard trail plan. It generally follows easily walked streets to get SW Portland area walkers to Metzger Park and the Washington Square Loop Trail.

Tigard Neighborhood Trail System

In addition to the official, City-wide trail network, another important opportunity for trail connections within the community are neighborhood trails. These trails are the most difficult type of trail to identify, monitor, and preserve. They primarily are informal, soft surface trails, which appear on public and private property throughout the City. Neighborhood trails can connect neighborhoods to the City trail network or provide recreational opportunities separate from the City system.

The 2002 Tigard Transportation System Plan, or TSP, contains a set of goals and policies to guide transportation system development in Tigard. Several of these policies pertain specifically to neighborhood pedestrian needs. For instance, Goal 2, Policy 5 states that bicycle and pedestrian plans shall be developed which link to recreational trails. Strategy 7, “Pedestrian Corridors that Connect Neighborhoods,” puts priority on linking neighborhoods together with pedestrian facilities. This is described as including walkways at the end of cul-de-sacs and direct connections between neighborhoods to avoid “walled” communities.

In the case of new development, through the use of impact studies and code provision requiring hard surface bicycle and pedestrian connections on public easements or rights of way every 330 feet, City development staff has been successful in implementing the TSP provisions regarding block links and pedestrian connectivity. Impact studies also have been used to provide for future trails by requiring dedication of easements through plats that are on trail routes proposed in the park plan.

The City has been less proactive or successful in addressing gaps in the pedestrian system within older neighborhoods. Many of the subdivisions developed in Tigard years ago did not provide sidewalks or pedestrian connections between neighborhoods. These historic gaps in the pedestrian walking system become more important as land development and activity grow, creating new demands for an integrated pedestrian system.

Suggestions for filling in these missing links include conducting an inventory of potential hard and soft surface trail connections within neighborhoods. The City could accomplish this by working with various trail user and neighborhood groups to identify existing neighborhood trails and ask these same groups to make suggestions for projects that would help create better lineages into and within neighborhoods. A number of specific needs already have been identified and catalogued in the Metzger area by the Tigard-Bull Mountain trails friends group.

Together with the City’s newly established sidewalk in-fill program, which provides \$100,000 annually for sidewalk improvements, a neighborhood trail program, which includes benefits to property owners who would allow public use of some portion of their property for trail purposes, could provide the additional connections needed to form a truly integrated system for non-motorized circulation throughout the City.

Willing Seller Policy

The City in the past has followed an unofficial policy of not condemning land for trail right-of-way. This willing seller policy has led to significant gaps in the trail system. For example, the City has reached the

point of progress where in-filling gaps in the Fanno Creek trail cannot be achieved because of unwilling sellers. Most of the Fanno Creek properties in question are industrially-zoned. In a riparian corridor that is reaching build-out, the City has few choices about where to look for trail development.

RECREATION

As noted, the City does not operate a recreation program and is not served by a special park and recreation district. In consequence of this, residents have limited opportunities to participate in recreation programs. Opportunities that are available include the following.

- The **School District** sponsors organized sports for school-aged residents.
- **Tigard Youth Association**, a non-profit organization, sponsors youth programs including Drug Abuse Resistance Education (DARE) for 4th and 5th grade students, Gang Resistance Education and Training (GREAT) for 7th grade students, Peer Court, Kids Day/Bicycle Rodeo, and two-week summer camps. They also offer scholarships for youth participation in sports programs sponsored by the school district.
- The **Twality and Fowler Middle Schools** operate After-School Activities that include programs of interest to their particular group of students. In the past, these have included sports, hip-hop dance, crochet, and robotics.
The **Tigard-area Police Activities League**, or PAL, also operates weekday after-school programs at the same two Tigard middle schools. PAL is a non-profit organization that provides educational and recreational programs to youth of the Tigard Area. PAL strives to connect law enforcement and youth in a positive way. Members may take advantage of a wide range of educational, athletic, and arts and craft programs. Activities also include a learning or homework help center. The local PAL is operated independently with support and direction from the Tigard Police. Participants are provided with transportation home at the end of day;
- **Youth sports leagues** operating in Tigard include: Tigard Basketball Association, Tigard Junior Baseball, Tigard Little League, Tigard-Tualatin Babe Ruth, Tigard Youth Football, and Southside Soccer Club. Atfalati, a non-profit group, was organized in the late 1990's to support these team sports.

Tigard residents are not included in the Tualatin Hills Park & Recreation District, but may elect to pay out-of-district fees to participate in the programs and use its facilities.

In 2000, a ballot measure sponsored by a non-profit group to form a recreation district (the Atfalati Recreation District) within the area served by the Tigard-Tualatin School District was defeated at the polls.

In 2006, the Park and Recreation Advisory Board adopted as two of its goals, the establishment of a small Recreation Program for the City of Tigard in FY 2007-2008 and, in the long-term, consider recommending a local tax levy election be conducted in November, 2008 to provide funds to begin a comprehensive recreation program in Tigard.

Private Environmental and Special Purpose Groups

In addition to the above-named organizations that provide youth-oriented sports and recreation activities, several other groups based in or near Tigard offer a range of recreation-related educational and volunteer opportunities for local residents for all ages. Three, the Tualatin Riverkeepers, Fans of Fanno Creek, and Friends of the Refuge, are all private environmental or natural resource groups. Two, the dog and skate park groups named below, are loosely affiliated with the City, but are not official, City-sponsored citizen groups. The focus of the private Friends of Tigard-Bull Mountain Trails is on the bicycle/pedestrian trail network. The City interacts with each of these groups to some degree and many local residents belong to or support one or more of these groups.

- The **Tualatin Riverkeepers**, established in 1989, is a community-based organization working to protect and restore Oregon's Tualatin River system. The Riverkeepers build watershed stewardship through public education, access to nature, citizen involvement and advocacy. The Riverkeepers are responsible for creating the 200-page *Exploring the Tualatin River Basin*, published by the Oregon State University Press. This is a guide to the wildlife, ecology, and history of the Tualatin River Basin. In 2000, the City contributed to the cost of the field guide's first-year publication.
- The **Fans of Fanno Creek**, formed in 1991, are volunteers dedicated to the protection, restoration and enhancement of Fanno Creek and its tributaries. In 2004, the Fans supported the City's successful request for state grant funds to finance the construction of the Tualatin River Trail segment between Cook Park and the Tualatin River pedestrian bridge.
- The **Friends of the Refuge** (FOR) is a community-based volunteer organization supporting the Tualatin River National Wildlife Refuge (TRNWR). It is dedicated to the protection and restoration of the Refuge for the benefit of fish and wildlife, and for public education and recreation. In 2006, the City contributed to the cost of a FOR-organized refuge grand opening event.
- The **Tigard Dog Parks Committee** is a volunteer group, now consisting of some 55 people that monitors compliance with rules for use of Tigard's three dog parks and assists with day to day and annual maintenance. In 2001, the committee contributed \$1,000 toward the cost of constructing Potso Dog Park.
- The **Tigard Skate Park Task Force** grew out of a 2001 Mayor's Youth Forum proposal for the construction of a skate park in Tigard. The task force was instrumental in raising private donations to partially finance a proposed facility. This skate park, scheduled for 2007 construction, will be named after the late Mayor Jim Griffith, who was an avid supporter of Tigard youth and a strong advocate of the park.
- The **Friends of Tigard-Bull Mountain Trails** was formed in 2006. The group's goals are to promote the use of the trail system, cooperate with unincorporated Bull Mountain on trail development, and create an up-to-date trails map. This group recently endorsed a Metro-sponsored Westside Trail federal transportation grant proposal. The trail includes Tigard and unincorporated Bull Mountain portions.

FUNDING: MAINTENANCE AND CAPITAL IMPROVEMENTS

Maintenance

As discussed, the City of Tigard's park system facilities range from high-maintenance, intensive-use areas to lower-maintenance wetlands and habitat areas. At present, all facilities are well maintained. Although most maintenance is provided by the City itself, some sports fields are maintained by the Atfalati Recreation District and some other facilities and grounds are maintained by private contractors.

Problems found during an evaluation of existing facilities conducted in the late 1990's as part of the park system master planning effort were:

- Flood damage to trails, including broken asphalt, silting, and mud deposits;
- Drainage problems on sports fields;
- Lack of Americans with Disabilities Act (ADA) accessibility;
- Safety hazards in children's play areas; and
- Lack of access to parks by public transportation.

Since that time, the above noted problems have been addressed as follows:

- A regular trail replacement plan repairs and resurfaces trails;
- Drainage on the sports fields has been improved;
- Implementation of an intensive, in-house field renovation program has improved the playability of sports fields;
- Regular ADA upgrades are improving accessibility in the parks. In 2000, the City underwent an ADA assessment of all facilities, including all park facilities. This study guides regular ADA improvements. New facilities meet ADA requirements when constructed;
- Play areas have been put on a routine schedule of replacements and improvements. Currently, only a few remaining play grounds do not meet present standards for safety. These playgrounds have been placed on a replacement schedule. The City also keeps multiple Certified Playground Inspectors on the park crew.

In the period since 1999, crew size has increased from 7 to 9 field personnel. The City also has added a City Arborist and a Park manager, who primarily deals with planning issues.

Funding

As mentioned earlier, the City's main funding source for parks is a park system development charge (SDC). It is imposed on both new residential and, since 1996, on both residential and non-residential development. The fee structure is updated annually using an index formula based on land and construction cost increases.

In January 2005, Council adopted a new SDC methodology and fee structure based on a parks capacity program that addresses selected needs identified in the 1999 Tigard Park System Master Plan and 2004 Bull Mountain Annexation White Paper on Parks and Open Spaces. The reason for including the unincorporated Bull Mountain Area is that the City is the designated ultimate park provider for this area. Under this methodology, the current residential fee for a single family development is \$4,023 per unit. The current non-residential fee is \$273 per employee. The "improvements-driven" approach used to develop the updated parks SDC methodology equate to a standard of service of some 20 acres per thousand, as compared with an existing standard of 7.7 per thousand population.

A key feature of the new SDC study, titled the Parks and Recreation System Development Charges Methodology Update, is that it assumes deficiencies in the City's current level of service. Under state SDC statutes, improvement fee SDC revenues must be used only for growth needs and may not be used to remedy deficiencies now existing. For this reason, the parks SDC methodology requires that only a set percentage of a capital project be funded with SDC revenue. The remaining portion of the project cost must be funded through another source. The City has been using General Fund revenues and grants to fund the non-SDC portion of a project. However, because of declining balances in the General Fund, this will not be a feasible long term funding solution. Until the City obtains a stable non-SDC revenue source, the Park SDCs collected cannot be fully used in developing an expanded parks program in the City.

Because of this lack of alternative funding, the 5-year *Parks Community Investment Plan*, or CIP, identifies no SDC-funded projects during the 3-year period FY 07-10. Due to the lack of projects, the City's *Five Year Financial Forecast* projects a high park SDC fund balance of \$8.5 million by 2011.

As suggested, another major problem with the parks SDC methodology is that many of the projects identified on the facilities improvement list are located in the Bull Mt Urban Services Areas. Specifically, \$12.5 million, or 47%, of the aggregate cost of projects included are located within this area. Because it derives no park SDC revenue from new development in the Urban Services Area unless the landowner annexes to the City, Tigard currently has a limited incentive to provide park improvements within this extraterritorial area.

As a potential means to raise non-SDC funds, the Park and Recreation Advisory Board has adopted as one of its three goals the consideration of a general obligation bond measure election to be conducted in November 2008 to purchase and develop parks and greenways.

City Park Development Initiatives

Since 2000, the City of Tigard has employed three new ideas and practical approaches to create more active park acreage in the Tigard community. These ideas and approaches have included the first use of a new state program linking livability with the economy and two locally developed approaches involving industrial land for parks.

The creative financing device used by the City was the first-ever use of a twenty-year old Oregon Public Works Loan Program to finance a park project, in this instance, a \$2.3 million, 28-acre Cook Park expansion. The two other devices were legislative changes to the Tigard Community Development Code that maximize the use of available land. They included amending the code to make industrial upland available for parks as a temporary use and to make industrial flood land available for permanent park use. The two code amendments were key to the creation of Potso and Bonita Parks.

Oregon Public Works Fund

In the late 1990's, a comprehensive master plan for the expansion and renovation of Cook Park was developed by a citizen task force working with a park planning consultant. At the time, completion of Cook Park was the City of Tigard's highest priority park and recreational goal. The Council-"accepted" master plan study recommended a phased approach to the plan's implementation using existing revenues. Following this course, completing the park would have taken some ten years. To facilitate an earlier completion date, the City Finance Director researched and developed a creative funding strategy that would allow the city to complete the park expansion in one early phase.

This strategy was to seek a low-interest loan for the master plan's construction cost through the Oregon Economic Community Development Department (OECD). In 1985, the Oregon Legislature created the Special Public Works Fund Program to provide financial assistance to eligible public entities for the purpose of studying, designing, and building infrastructure. In 2001, the Finance Director was instrumental in obtaining a \$2.3 million OECD Special Public Works Fund Program loan for Cook Park's expansion. The loan was secured by current and future park SDCs collected by the city. It was made a year after lobby efforts were successful in expanding the list of eligible activities to include parks.

The OECD loan at a favorable rate enabled the City to complete the Cook Park master plan in one phase ending in 2003, many years earlier than had been anticipated, at a cost savings of \$471,000 in project construction costs in addition to a substantial savings on the cost of borrowing. The Tigard loan is significant as the first park project financed through the now twenty-year-old Oregon Special Public Works Fund and, also, as the state's first instance of linking parks and open space funding with the economy.

Additional cost savings were realized when the city applied for and received a then-maximum \$250,000 Oregon Local Government Park and Recreation Grant for Cook Park construction. Another funding source was a generous bequest from Christine Tupling, a local citizen to whom parks were an important and lasting legacy. Park maintenance cost savings were realized by expanding and upgrading the park's irrigation system to utilize recycled waste water available from a nearby sewage treatment plant.

Industrial Land Amendments

In spite of long-standing local zoning restrictions and restrictive state and regional industrial land policies designed to protect the state and region's industrial land base, in 2000, Tigard developed and adopted innovative code changes to authorize recreational uses within industrial zoning districts. The objective was to provide access to industrial properties for active recreational uses under circumstances that were consistent with local, regional, and state land use laws. The impetus for the changes were specific opportunities that appeared to be available to help remedy the problem of the dwindling supply and high cost of land suitable for active park development. These opportunities included land that was not available to other industrial users because it was tied up or not suitable for industrial development.

In one instance, the code changes in question allowed industrial floodplain to be used for outdoor recreation, provided the recreational use does not preclude so-called balanced cut and fill potentially needed to develop the upland portion of an industrial property. The second and coincidental part of the industrial land amendments changed the City development code to allow industrial upland, or land located outside flood and wetland areas, to be used conditionally for recreation. This amendment mainly makes available land held for future use or expansion, where the owner has no interest in selling or leasing and, also, where a low impact park use may be compatible with or mix well with existing industrial activities.

As with the first, the goal of this second amendment was to make additional land available to meet the outdoor recreation needs of the community, without interfering with or overwhelming industrial uses. Land developed for an outdoor recreational use on buildable industrial land would not be removed from the city's industrial land inventory, but would continue to be available for conversion to industrial use as market conditions or expansion plans dictate.

By making finer distinctions in classifying industrial land based on its ability to be used, the amendments enabled the City to make more land available for parks without constricting land for companies to grow.

Following their adoption, the first use made of the industrial land amendments was to tackle what was at the time the increasingly volatile community issue of lack of space for dog owners. In 2002, the new flexibility provided by the changes enabled the City to locate a suitable site for a first-class dog park, called Potso Dog Park. The site was within an industrial area, away from neighborhoods and limited park properties. This park, together with two smaller, newly-created dog parks located in other quadrants of the city, helped to reduce tensions between dog owners and non-dog owners.

The second example created a much-needed outdoor recreation space (Bonita Park) in a low-income and minority area that had no parks. The space was 5.5 acres of industrial floodplain deeded to the city as greenway in 1989 as a condition of City development approval of an industrial subdivision. This occurred at a time when local governments could more easily require a property owner or developer to dedicate land for greenway or other public purpose.

The primary funding source for constructing and equipping this facility were Community Development Block Grant (CDBG) funds. The CDBG is a federal program designed to benefit low and moderate income people. The park project was eligible for CDBG funding because the primary users of the park had low and moderate incomes.

A Bonita Road pedestrian-activated crossing light serving the park was installed in summer 2003. Park construction was started in fall 2003. A park dedication ceremony took place in June 2004. Also completed was a split-rail, cedar fence around a (Native American) heritage plant area. Collaboration with the private, non-profit "Friends of Trees", continuing to spring 2005, resulted in the planting of 1,300 native trees and shrubs, mainly in the park's riparian zone.

KEY FINDINGS

- Many areas of the City are park deficient.
- Given the current density in Tigard, sufficient land for a neighborhood parks is unavailable to meet the needs of underserved residential and non-residential areas.
- The City does not have a plan or document that specifically deals with trail locations and development within the Tigard community.
- The City has not been proactive in addressing gaps in the off-street pedestrian system within older neighborhoods
- The City in the past has followed a policy of not condemning land for trails, regardless of the consequences. This willing property approach has led to significant missing links in the trail system.
- The City does not operate a recreation program and is not served by a special park and recreation district. In consequence of this, residents have limited opportunities to participate in recreation programs. This deficiency includes ethno-specific activities appealing to Tigard's growing minority populations.
- Overall, City parklands are well maintained. Maintenance problems identified in the 1999 Tigard Park System Master Plan have been or are being addressed.
- SW Trails has identified a trail route within Northeast Tigard that includes on and off street segments and inter-connects with the City of Portland-adopted SW Communities trail network. The group proposes that this route be considered for adoption into the Tigard trail plan.
- The new Park SDC methodology sets a per-project percentage limit on the use of SDC funds. Some 63% of the cost of park improvements is assigned to non-SDC funding sources. At this time, the City does not have a stable source of revenue that can be used as the companion funding source for capital projects.
- Many of the projects identified in the Parks SDC parks capacity program are located in the former Bull Mt Urban Services Area.